

FY16 SECDEF EV AWARDS

CULTURAL RESOURCES MANAGEMENT — INDIVIDUAL

PORTSMOUTH NAVAL SHIPYARD, NAVFAC PWD-ME

INTRODUCTION

Ms. Kerry Vautrot is a Community Planner serving as the Cultural Resources Manager (CRM) for Naval Facilities Engineering Command (NAVFAC) Mid-Atlantic Region (MIDLANT) Public Works Department-Maine (PWD-ME) Environmental Division located at Portsmouth Naval Shipyard (PNSY) in Kittery, Maine. Ms. Vautrot manages the cultural resources program for PWD-ME which has an Area of Responsibility (AOR) that includes 19 Navy installations and reserve centers (NOSCs) occupying more than 16,200 acres of land within six states across the Northeast, spanning an eight-hour driving radius from PNSY. Ms. Vautrot is directly responsible for the management and implementation of three Integrated Cultural Resource Management Plans (ICRMPs) for Navy installations in Maine. In addition, a fourth ICRMP is under development for Naval Support Activity (NSA) Prospect Harbor. Along with PNSY, the Maine Navy installations include the Survival, Evasion, Resistance, and Escape School East Training Facility (SERE EAST), Great Pond Outdoor Adventure Center (GPOAC), NSA Cutler, and NSA Prospect Harbor. These installations are home to approximately 20 tenant commands with over 7,300 military and civilian personnel.

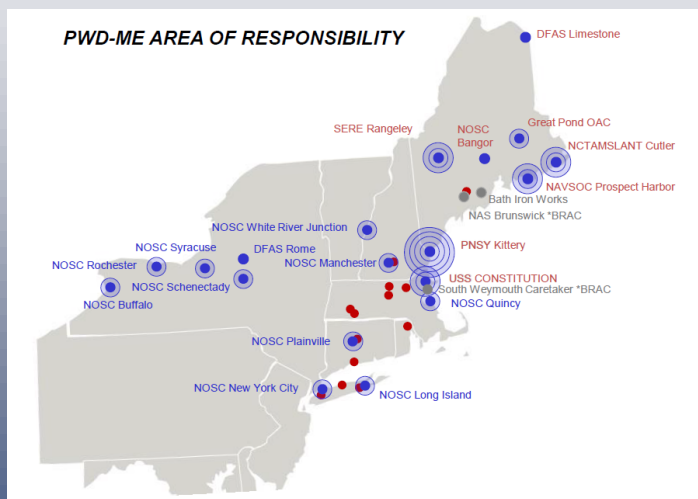
BACKGROUND

In May 2011, Ms. Vautrot became the first full-time CRM for the PWD-ME AOR upon joining the PWD-ME team. With a BA in Historic Preservation and an MS in Architectural Studies as well as years of preservation project management experience, Ms. Vautrot fully meets the Secretary of the Interior's Professional Qualifications. As the CRM, Ms. Vautrot effectively manages ICRMPs for PNSY, NSA Cutler, and GPOAC which were completed in FY12. The ICRMP for NSA Prospect Harbor is under development and is expected to be finalized in CY17. When the ICRMPs are updated in FY17, the newly identified SERE EAST Archaeological District will be incorporated into the PNSY ICRMP. These ICRMPs outline management for 246 historic buildings, five historic districts, twelve contributing landscape features, and 26 known archaeological sites, including the following:

- PNSY Historic District has 114 contributing resources, 17 known archaeological sites, 38 areas of archaeological sensitivity, and twelve contributing landscape features.
- NSA Cutler Very Low Frequency (VLF) and High Frequency (HF) Communications Historic District has 123 contributing resources, three archaeological sites, and areas of archaeological sensitivity.
- GPOAC Norris Family Camp Historic District includes three historic log cabins and areas of archaeological sensitivity.
- NSA Prospect Harbor has two historic districts with six built resources and intact archaeological resources.
- SERE EAST has pre-historic archaeological sensitivity and a historic era archaeological district.

Ms. Vautrot's other routine duties and responsibilities include:

- Supporting the military mission through resource management and cultural resources regulatory compliance;



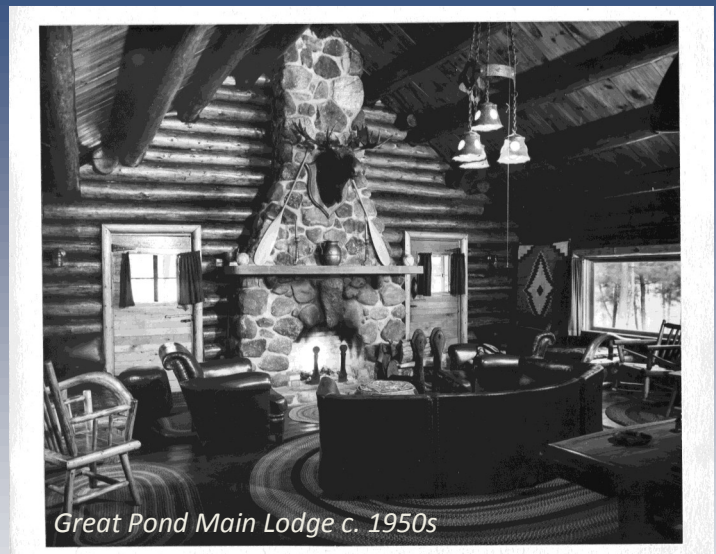
- Implementing, updating, and managing three ICRMPs and developing a fourth ICRMP;
- Providing cultural resource technical oversight and guidance on National Environmental Policy Act (NEPA) requirements;
- Reviewing project designs and construction activities to ensure impacts to historic properties are minimized and the Secretary of the Interior's (SOI) Standards are followed as practicable;
- Providing command briefings on cultural resource related issues and concerns;
- Promoting communication and coordination with local, state, and federal regulators/agencies, tribes, and interested parties in six different states;
- Developing scopes of work and cost estimates for cultural resources support activities, including mitigation for Section 106, archaeological monitoring, and management tools; and
- Coordinating and providing outreach to enhance cultural resources awareness and achieve goals.

Program support is received from NAVFAC MIDLANT as well as from various divisions in PWD-ME, including Environmental, Construction, Engineering, Planning, and Acquisition. Command support is provided by the Commanding Officer, Base Support Office, and Public Affairs Office, which staffs the PNSY base historian.

Due to the increasing reliance on wireless technology, PNSY has seen a spate of projects involving installation of antennas within the historic district and on historic buildings. To streamline reviews and minimize impacts on historic properties, Ms. Vautrot developed guidelines for antenna installation at PNSY which are provided to designers and project management teams. As the best practice document contains information which transfers to other CRMs, it was circulated to all CR staff in MIDLANT to maximize its usefulness across the region.

Also under Ms. Vautrot's direction, new PWD-ME specifications were developed for painting historic wood surfaces, repair of historic wood doors, repair of historic steel windows, and archaeological monitoring. The specifications incorporate industry standard best practices and more effectively communicate preservation expectations to contractors.

With a background in preservation project management, Ms. Vautrot has also served as the regional resource for technical preservation assistance. Recognized as an asset for MIDLANT, she often provides



guidance on consultations and preservation challenges to other CRMs. Her extensive experience with frame and masonry buildings, window repair, and sensitive adaptive reuse has resulted in more successful repair and rehabilitation projects throughout MIDLANT. Furthermore, because of the valuable insight Ms. Vautrot provides, PWD-ME has been selected to pilot projects which develop management tools to facilitate future consultations.

SUMMARY OF ACCOMPLISHMENTS

Overall Cultural Resources Management

At PWD-ME, cultural resources compliance is integrated into all phases of project planning, design, and construction. From reviewing 1391s to attending design charrettes, commenting on designs and plans, and conducting in-construction field visits, Ms. Vautrot is fully integrated in all facets of facility construction and maintenance. As a result, Ms. Vautrot reviews approximately 120 new actions annually for cultural resources requirements and authors an average of 100 consultation packages each year for submittal to State Historic Preservation Officers (SHPOs) in four states in support of the mission across the PWD-ME AOR. As appropriate, consultation packages are also submitted to federally recognized tribes, various interested parties, and the Advisory Council on Historic Preservation (ACHP).

Historic Buildings & Structures

Historic Assets to Support Mission

Ms. Vautrot has repeatedly proven that historic facilities can be adaptively reused to meet modern mission

requirements without compromising their integrity. Given the volume of historic buildings within the PWD-ME AOR, Ms. Vautrot has always advocated for historic properties and has ensured that adaptive reuse of historic buildings is the first consideration.

Maintenance per SOI Standards

Ms. Vautrot assisted in scope development for two maintenance projects to repaint previously painted surfaces on historic facilities and repair deteriorated wood elements, including windows. Associated work occurred during FY15-16. Basic maintenance has been increasingly difficult to fund and too often features deteriorate beyond repair. This work will extend the life of historic fabric at PNSY and reduce costs associated with future rehabilitation projects.

Rehabilitation per SOI Standards

Ms. Vautrot has developed standard language to incorporate into PWD-ME Architectural and Engineering Services scopes of work for projects involving historic buildings. The language provides a brief history of the facility to be rehabilitated, requires the A/E firm to be familiar with the SOI Standards, and directs the designers to comply with them in order to avoid an adverse effect on historic properties. The text also introduces the timeline for 36 CFR 800 review. Establishing these requirements at the start of project design results in innovative solutions, a more successful

project, and reduced project timelines.

The majority of projects throughout PWD-ME are rehabilitations which are conducted in accordance with the SOI Standards. During FY15-16, less than five percent of the individual projects have resulted in adverse effects on historic properties.

Evaluation of National Register Eligibility

Ms. Vautrot has completed National Register eligibility determinations on a project-specific basis and has budgeted for funding of architectural surveys to comprehensively address buildings which have recently reached 50 years of age in accordance with Section 110 of the National Historic Preservation Act. During FY15-16, Ms. Vautrot personally prepared eligibility determinations for two facilities.

Archaeological Resources

During this period, archaeological surveys were completed for SERE EAST and at PNSY. In addition, fieldwork was conducted for surveys at NOSC's Quincy and White River Junction. Prior to this work, no physical testing had been completed at SERE EAST or the NOSC's. All archaeological sensitivity at SERE EAST was derived from modeling prepared as part of a 1996 Historic Resource Assessment, and NOSC sensitivity was drawn from a 2004 report.

At SERE EAST, two surveys were completed. The

Technical Merits: Building 74 Energy and Building Repairs

Originally constructed in 1902 as a sawmill, Building 74 currently houses the central tool shop. The building is a contributing resource to the Portsmouth Naval Shipyard Historic District; it retains its primary brick rectangular form, wood windows, and is capped with a slate gable roof. Designed and awarded in FY14 and constructed during FY15-16, this \$1.65-million no adverse effect project focuses on exterior envelope maintenance, marrying sustainability with preservation needs. Utilizing the recently completed Shipyard-wide Historic Window Conditions Assessment to inform the design, the work included sensitive wood window repairs and installation of interior storm windows. Work also included selective repointing of historic masonry, repairs to the slate roof, and upgrades to MEP systems in order to save 2,422 MBTU annually. While providing project concurrence, the Deputy SHPO commented that the Section 106 letter was "An excellent submittal for an excellent project."



first survey included 160 acres and focused on two areas identified as having moderate-high sensitivity for prehistoric resources in the 1996 report. No significant resources were encountered. The largest survey, conducted in support of an Environmental Impact Statement for proposed development at the site, assessed 5,408 acres and evaluated 18 potentially significant survey areas for prehistoric and historic resources. The survey resulted in the identification of a National Register of Historic Places eligible archaeological district representing a c. 1890 logging village. Given the nature of the SERE EAST mission, discovery of the archaeological district did not result in a reduction in available training lands.

A Phase 1 was conducted on eight acres of previously unsurveyed open space and focused on five sensitive areas at PNSY. Of the five areas, four were cleared of sensitivity, requiring no further survey. On an island with increasing mission requirements and limited acreage, removing land use restrictions opens new areas to support critical development for the mission.

The surveys at NOSC Quincy and White River Junction confirmed that the sites were disturbed and did not have archaeological potential.

In addition, Ms. Vautrot has utilized multiple tools to evaluate archaeological potential during project development. Due to the urban nature of PNSY, understanding its historical development is important in determining the potential for intact archaeological resources underneath impervious surfaces such as building footprints and paved areas to avoid inadvertent discoveries during or ground-disturbing activities. Review of information such as georeferenced historic maps and literature searches have assisted in identification of potential archaeological resources.

In order to streamline consultation activities during construction, Ms. Vautrot has incorporated documentation protocols for typically encountered resources such as former wharf or foundation walls into relevant consultations. By establishing the plan in consultation with SHPO prior to the start of construction, delays and associated costs have been reduced.

Native American Program

Ms. Vautrot has continued to foster strong relationships with the five federally recognized tribes in Maine and has been forging relationships with tribes in New York and Massachusetts. In conjunction with a recently completed Cultural Affiliation Study, Ms.



Vautrot has been cultivating a program which will better define tribal areas of interest and outline preferred consultation procedures. Tribes have been invited to review all draft work plans and reports for archaeological investigations, allowing for early integration of specific research areas and approval of methodologies, ensuring concurrence with final findings.

As requested during consultation for the P-308 project for installation of a subsea commercial power cable at NSA Cutler, Ms. Vautrot coordinated and arranged for the Passamaquoddy Tribal Historic Preservation Officer to observe construction activities at the installation. The site visit provided an opportunity expand discussion beyond the observed horizontal directional drilling practices as it facilitated a discussion of the Passamaquoddy's culturally significant resources within the surrounding area.

Curation

Based on a PNSY Curation Study finalized in FY15, Ms. Vautrot collaborated with MIDLANT to develop a project to rehabilitate the collections which were identified as being in the poorest condition. Completed in FY16, the curation effort properly cleaned, labeled, housed, and stored three boxes of artifacts in accordance with 36 CFR 79. Although the installation has struggled with finding facilities meeting 36 CFR 79 willing to accept collections, this project resulted in the development of an agreement to house the recently rehabilitated collections with one of the few Maine museums which meet 36CFR 79.

Cultural Resources Awareness and Education

A robust training program is crucial to fostering cultural resources awareness and strengthening compli-

ance. In June 2016, Ms. Vautrot led a historic preservation training program for PWD-ME personnel involved in project planning, design, and construction. This training provided background on historic properties at Maine installations and focused on how to interpret and apply the SOI's Standards for the Treatment of Historic Properties. The exercise culminated in a workshop where participants were presented with scenarios and had to work to determine proposed solutions which met the SOI Standards. This project also developed training materials to present the program at other installations and bolster understanding of the program across the PWD-ME AOR.

In March 2016, Ms. Vautrot provided an overview of the cultural resources program at the State of the Shipyard. The State of the Shipyard is a monthly gathering of senior leadership and management at PNSY. Introducing this diverse audience to the Shipyard's historic resources and relevant regulations has resulted in increased awareness and compliance.

During this period, Ms. Vautrot also provided PNSY code-specific cultural resources training to Code 980 (Production Engineering) and Code 100PI (Process Improvement) and for PNSY Building Monitors.

Community Relations

Beyond her work as the PWD-ME CRM, Ms. Vautrot has been actively engaged in local historic preservation efforts. As Chair of the Buildings and Grounds Committee for the Warner House Museum, a 1716 National Historic Landmark house museum in Portsmouth, New Hampshire (NH), Ms. Vautrot secured a matching grant of \$47,000 to address structural and water infiltration issues at the building. Ms. Vautrot subsequently prepared the scope of work and man-



aged the execution of the \$100,000 project. In addition, Ms. Vautrot has led multiple tours and spoken at Warner House events about historic preservation strategies and evaluation of historic properties.

Since 2013, Ms. Vautrot has served as the chair of Portsmouth Advocates, the local historic preservation advocacy organization in neighboring Portsmouth, NH. In this capacity, Ms. Vautrot has led the committee to review land use regulations, met with developers and property owners, and sought to educate the public about historic preservation. In 2015, Ms. Vautrot reestablished an annual awards program which honors individuals and projects which enhance the city's unique historic character and make Portsmouth a better place to live and work.

Due to Ms. Vautrot's collaborative efforts and the success of the PWD-ME Cultural Resources Program, the Maine SHPO asked the Navy to participate in the National Park Service's social media campaign to celebrate the 50th anniversary of the National Historic Preservation Act. The Navy's project at Building 178 was highlighted on the National Park Service's Facebook page and was shared on the PNSY and NAVFAC Atlantic (LANT) Facebook pages.



Ms. Vautrot leads a special tour of the Warner House
Photo by James Smith

Situated just across the Piscataqua River from PNSY, Strawberry Banke Museum (SBM) is a ten-acre living history museum which tells the story of how a neighborhood and its residents evolved over 300 years. Ms. Vautrot has been a member of the Long Range Interpretive Planning Committee which has been creating a framework to help the museum make decisions about interpretive direction and develop new angles to communicate regional history. In that capacity, Ms. Vautrot was recently a featured speaker at a public program on local maritime history where she highlighted the visual and historical connections between SBM and PNSY. Many of the connections have been realized out of research conducted as mitigation for adverse effects on PNSY historic resources. In the past, Ms. Vautrot has lectured at SBM on the rehabilitation of Building 178 at PNSY. Through her outreach with SBM, Ms. Vautrot has fostered a partnership which makes the PWD-ME Cultural Resources Program relevant and accessible to the local community.

Mission Enhancement

Mission Support Through Re-use

During FY15-16, Ms. Vautrot collaborated, with MIDLANT support, to finalize a contract to develop a Space Utilization Report to identify potential compatible reuses for vacant or underutilized historic facilities at PNSY. The report assesses character-defining features, building deficiencies, and mission requirements. In addition, the study will identify potential cases of demolition by neglect in order to evaluate options for reuse or initiate consultations in accordance with 36 CFR 800 as appropriate. The document then proposes new uses for the facilities within the context of real-world restrictions (i.e., code compliance, AT/FP) and funding processes. The document will be useful not only to the CRM but also to facilities planners and PWD-ME leadership.

CR Partnerships Enhancing Mission

At PWD-ME, Ms. Vautrot has ensured that cultural resources compliance is integrated in all phases of project planning, design, and construction. From reviewing 1391s for compliance requirement inclusion to attending design charrettes, commenting on designs and plans, and conducting in-construction field visits, Ms. Vautrot has been fully integrated in all facets of facility construction and maintenance. By attending the Work Induction Board meetings and reviewing Work Permit applications, Ms. Vautrot gains early



visibility of upcoming work throughout the AOR as well as self-help projects. Through close coordination between Ms. Vautrot and the PWD-ME NEPA Compliance Manager, cultural resources compliance is fully considered in environmental planning. This internal integration bodes well for comprehensive compliance evaluation and resource management and extends to regulatory and stakeholder integration.

Prior to the establishment of PWD-ME Environmental Division and a dedicated, qualified CRM position in 2011, cultural resources compliance was uniquely challenging at PNSY, as requirements could not be comprehensively managed for the growing investment in renovation and maintenance of historically significant facilities. Since Ms. Vautrot became the CRM, effective partnership has been established and maintained with internal and external stakeholders to proactively manage program requirements while supporting the mission. Ms. Vautrot has maintained an excellent collaborative working relationship with the Maine SHPO that includes partnership from design development through complete execution of Memoranda of Agreement (MOAs).

One of the most beneficial accomplishments during FY15-16 has been the continuation of a strong, trust-filled relationship with the Maine SHPO and increasing work with the Massachusetts, New York and Vermont SHPOs. Approximately once per month, Ms. Vautrot meets with the Maine SHPO in Augusta and at least once annually, the SHPO travels to the Shipyard to tour upcoming project sites and in-construction projects. Through these meetings, Ms. Vautrot has successfully integrated SHPO input considerations into the design process, thereby reducing consultation timelines and facilitating compliance in a more expeditious manner than the 30 days stipulated



by law. During the FY16 EOY contract award rush when 26 consultation packages were released in August and September for work within three states, consultation timeframes averaged seven calendar days from submission of the consultation package to receipt of concurrence, with the shortest consultation period being less than one day. These reduced consultation timelines enabled additional projects to be awarded by EOY, directly supporting the Navy's mission. This collaborative effort is also valuable for a myriad of emergency repair actions, including those for utilities, which directly impact the installation to conduct its mission. While some informal agreements have been reached with SHPO, PWD-ME will be developing a Programmatic Agreement to further streamline consultation practices during the FY17 ICRMP Update.

As a tribute to the trust between PNSY and Maine SHPO, emergent and inadvertent discovery consultations were completed electronically within a matter of hours minimizing in-construction project delays, saving the Navy contract costs. For example, when an unanticipated foundation feature was discovered during work within Building 76, the Navy electronically consulted with the SHPO on the discovery and proposed plan forward. The SHPO provided concurrence in two-and-a-half hours, resulting in no delay to construction.

Cultural Resources Compliance

With more than 200 consultation packages prepared for more than 150 distinct projects during FY15-16 Ms. Vautrot managed many projects requiring significant and complex cultural resources compliance actions. Due in part to Ms. Vautrot's willingness to problem solve and find ways to minimize impacts, only three of those projects under consultation in

FY15-16 resulted in adverse effects to historic properties. Amongst the many examples of complex projects, two particularly unique projects are described below.

Awarded in FY15, the P-266 Structural Shops Consolidation Energy Project at PNSY has been an immensely complex project affecting four historic buildings, archaeological resources, a historic landscape feature, and the Portsmouth Naval Shipyard Historic District. The project, which has an adverse effect on historic properties, involves demolition of one historic structure and substantial renovation of two additional historic buildings in order to address process inefficiencies through the consolidation of three shops. During construction, Ms. Vautrot has been instrumental in ensuring that the historic fabric is treated appropriately. Ms. Vautrot has routinely conducted site inspections of the ongoing masonry, window, and door repairs and has reviewed submittals to ensure the new materials are compatible with the buildings' existing character. In addition, Ms. Vautrot has coordinated the archaeologist monitoring of all ground disturbing activities. Ms. Vautrot's involvement during construction has been critical in ensuring that the project proceeds in accordance with the comprehensive 25-page Section 106 consultation letter for the project.

NSA Cutler produces its own electricity at its diesel fired power plant, Building 103, which is a contributing resource to the Cutler VLF and HF Historic District. In Fall 2015, NSA Cutler was faced with an immediate need to retrofit the diesel engines and associated character-defining exhaust stacks in order to comply with Clean Air Act regulations under much regulatory visibility. Working closely with the design team and Maine SHPO, Ms. Vautrot successfully guided the project design to avoid an adverse effect, significantly reducing the project execution and regulatory compliance timelines and avoiding the costs of a NEPA Environmental Assessment and mitigation. As a result, the project enabled continued operation of the mission, satisfied critical environmental regulatory requirements, and fostered positive teamwork with all regulatory stakeholders while maintaining the building's historic character. This integrative approach is emblematic of the way Ms. Vautrot approaches cultural resources management throughout the PWD-ME AOR and has resulted in a fully collaborative, comprehensive, and effective cultural resources program that supports the Navy's mission.